

State of Wisconsin Youth Alcohol

2004



Program 04-03Y YOUTHFUL DRIVERS, ALCOHOL and OTHER DRUGS

I. GOALS and OBJECTIVES

A. Goal

To decrease the number of 15 to 24-year-old drivers and passengers killed (K) or seriously (A) injured in all traffic crashes to 2,057 by 2004, to 1,780 by 2007, and to 1,502 by 2009.

1994 Baseline: 2,448 15 to 24-year-olds killed or seriously injured

B. Objectives

Objective 1: To decrease the number of Youth ages 15-19 killed or seriously injured in motor vehicle crashes to 538 by end of CY 2004.

Performance Measure: Number of 15-19 year olds killed or seriously (A) injured in motor vehicle crashes.

Baseline: In CY 1994, 1,331 15-19 year old drivers were killed or seriously (A) injured. Three-year average for 1994-1996 was 1,284 killed or seriously (A) injured.

Status: In CY 2002, 1,042 15-19 year olds were killed or seriously (A) injured in crashes. Three-year average for 2000-2002 was 927 killed or seriously (A) injured.

Objective 2: To decrease the number and percent of 20 to 24-year-old drinking drivers involved in crashes to 2,000 and 20% by the end of CY 2004.

Performance Measure: Number of 20-24 year old drinking drivers in crashes as a percentage of the total of all drinking drivers involved in crashes.

Baseline: In 1994, 2,181 20-24 year old drinking drivers (21.8% of all drinking drivers) were involved in crashes. 1994-1996 three-year average was 2,029 (20% of all drinking drivers)

Status: In CY2002 2,171 20-24 year old drinking drivers (28% of all drinking drivers) were involved in crashes. 2000-2002 three-year average was 1,996 (23% of all drinking drivers).

Objective 3: To decrease the percent of killed 20 to 24-year-old drivers in crashes whose AC tested at 0.10 or above to 40% by the end of 2004.

Performance Measure: Percent of 20-24 year old drivers killed in MV crashes for which the tested AC was 0.10 or greater.

Baseline: In 1994, 36% of killed 20-24 year old drivers tested at 0.10 AC or above. Three-year average for 1994-1996 was 38%.

Status: In CY 2002, 69% of killed 20-24 year old drinking drivers tested at .10 AC or above. Three-year average for 2000-2002 was 50%

C. Related National Goals

The National Highway Traffic Safety Administration's major impaired driving and youth objective for 2004 is to decrease drug-impaired driving, supporting the recommendations identified in the Initiative on Drugs, Driving and Youth.

Healthy People 2010 National Public Health Plan goals include decreasing to 30% the proportion of adolescents who report that they rode, during the previous 30 days, with a driver who had been drinking alcohol.

WISCONSIN OJJDP/EUDL PROGRAM APPLICATION - Anticipated Budget \$357,660 AwardINNOVATIVE COMMUNITY PROGRAMS :

Project	EUDL	410	LOCAL	157OP
Operation Teen Buckle Down	\$50,000.00	0	12,500	25,000
Community Youth Development	\$20,000.00	0	7,500	15,000
Youth Community Initiative	\$10,000.00	15,000	5,000	15,000
Teen Court Initiative	\$0	30,000	7,500	0
Comp. Alc. Risk Reduct. (CARD)	\$100,000.00	0	25,000	25,000
Post-Secondary Innovative Projects	\$10,660.00	55,000	15,915	20,000
UW-La Crosse Innovative Project	\$55,000.00	0	13,750	0
SUBTOTAL COMMUNITY	\$245,660	100,000	87,165	100,000

EDUCATION PROGRAMS:

High School Show	\$50,000.00	25,000	18,750	5,000
Elementary/Middle School Show	\$25,000.00	15,000	8,750	5,000
Underage Drinking P I & E	\$10,000.00	5,000	7,750	10,000
Wisconsin Youth Conferences	\$20,000.00	8,300	6,250	5,000
WI State Coordinator Travel	\$7,000.00	0	4,500	0
SUBTOTAL EDUCATION	\$112,000	53,300	46,000	25,000

Statewide Leadership Conference Atlanta, GA

PIRE - Statewide Compliance Training TBD-Wisconsin

Youth Advocacy Training TBD-Wisconsin

TOTALS	\$357,660	\$153,300 \$	\$133,165	\$125,000
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OJJDP Carryover	\$152,000
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OJJDP TOTAL	\$509,660
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II. ESTIMATED BUDGET

YOUTHFUL DRIVERS, ALCOHOL and OTHER DRUGS FUNDS 04						
Activity	Title	Fed	State	Local	Tot Prog	Loc Benefit
03-41-06	Youth PI&E	83,300	35,000	80,000	198,300	41,650
03-41-07	Youth Community	15,000	8,000	18,000	41,000	15,000
03-41-08	Young Adult-Community	55,000	55,000	35,000	145,000	55,000
410 Total	(J8)	153,300	98,000	133,000	384,300	111,6150
03-44-01	OJJDP Youth Outreach	112,000	200,000	300,000	612,000	28,000
03-44-02	OJJDP Youth Community	221,000	45,000	20,000	286,000	221,000
03-44-03	OJJDP Young Adult-Community	65,660	2,000	25,000	92,660	65,660
03-44-04	OJJDP Youth Enforcement	111,000	0	25,000	136,000	111,000
USDOJ Tot	(JX)	509,660	247,000	370,000	1,126,660	425,660
TOTAL	ALL FUNDS	662,960	345,000	503,000	1,510,960	537,310

NOTE: This program overlaps some activities and is jointly administered with the Section 157 Incentive Youth Program found in the Occupant Protection portion of this Plan, funded in Tasks 02-08-157OP through 02-12-157OP.

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

A. Magnitude and Severity of the Youthful Driver Crash Problem

Introduction: Motor vehicle crashes are the leading cause of death for young people 15 to 20 years of age. The Center for Disease Control and the National Institute on Alcohol Abuse report that alcohol is a factor in the four leading causes of death among persons ages 20 to 24. These four causes are motor-vehicle crashes, unintentional injuries, homicide and suicide.

Young people can be divided into distinct age groups for analysis of their involvement in motor vehicle crashes and for the development of countermeasure and prevention strategies;

- Teen Drivers, ages 15 to 19 years, in high school, post-secondary school or entry jobs,
- Youthful Drivers, ages 20 to 24 years, in post-secondary schools or jobs, and
- Young Adult Drivers, ages 21 to 34 years, working, and constituting the largest proportion of high-risk drivers.

Table 03Y-01 Wisconsin Driver Age and Crash Involvement 2002								
Age	Population	% Total	Number Licensed	% Total	# in Crashes	% Total	Drinking Drivers 2001	% Total
10-14	403,074	7.5%	0	0	170	0.8	5	2.9
15-19	407,195	7.6%	225,090	5.9%	31,176	14.68	988	3.1
20-24	357,292	6.7%	341,748	8.9%	28,777	13.5	2,171	7.5
25-34	706,168	13.2%	654,217	17.1%	37,738	17.7	2,217	5.8

Source: Wi Traffic Crash Facts

TABLE 03Y-02- Young WI Vehicle Occupants Killed/ Injured – 2002									
(Drivers and Passengers in Passenger Cars and Light Trucks)									
Cohort	Age	WI Pop 2000	% Pop	Killed 2002	%Tot	Injured 2001	%Tot	A Injuries	%Tot
School Age"	10 to 14	403,195	7.5%	8	1.2%	1,604	3.1%	113	2.4%
Teens	15 to 19	407,292	7.6%	108	16.8%	10,054	19.4%	934	20.0%
Youth	20 to 24	357,292	6.7%	104	16.2%	7,618	14.7%	709	15.2%
Young Adult	25 to 34	706,168	13.2%	89	13.9%	8,610	16.6%	756	16.2%

Source: DOA Population Lab, 2001 WI Crash Database

Table 03Y-03 -- Percent WI Drinking Drivers in Crashes by Age: 1997-2002						
Drivers in crashes by age*	1997	1998	1999	2000	2001	2002
16 to 18 yr. Olds	18.3	20.2	19.5	19.5	23.7	24.9
19 to 20 yr. Olds	40.7	44.2	49.4	45.9	50.5	51.5
21 to 34 yr. Olds	63.7	63.5	63.0	61.6	67.7	67.8

Source: Wisconsin 2001 Traffic Crash Facts

In 2002, more than 51.5% of 19-20 year olds who were in crashes had been drinking, and almost 67.8% of the 21 to 34-year-olds who were in crashes had been drinking. No downward trend in crash involvement is apparent for the 16-18 year olds and the 19-20 year olds over the past five years.

The following table shows that no downward trend in deaths and injuries can be seen for 16-18 year olds and the trend for 19-20 year olds has also been up. The other age groups display a modest downward trend, with the strongest downward trend in the 25-34 year old group.

Table 03Y-04 Persons Killed or Injured in Alcohol-Related Crashes by Age 1995-2002								
Age	1995	1996	1997	1998	1999	2000	2001	2002
Under 10	179	146	183	182	142	103	126	107
10 to 15	248	206	216	205	211	188	189	155
16 to 18	628	647	612	703	658	637	686	680
19 to 20	565	580	520	569	616	626	589	625
21 to 24	1,340	1,220	1,133	1,114	1,138	1,219	1,244	1,315
25 to 34	2,357	2,238	1,912	1,760	1,649	1,679	1,584	1,525

Source: Wisconsin Alcohol Traffic Crash Facts

Teen Drivers (15 to 19 Years Old):

In 2002, while Teen Drivers belonged to a population cohort of 401,026, or 7.6% of the Wisconsin population, 108 (16.8% of all deaths) of them died and 10,054 (19.4% of all injuries) were injured in motor vehicle crashes on Wisconsin roadways.

The Century Council revealed that more than one-third of youth under the age of 21 killed in alcohol-related fatalities in 2001 died during the months of April, May and June - prom and graduation season. Summer time marked by Memorial Day, Fourth of July and Labor Day holidays, is more deadly for youth under 21 than the Christmas and New Year's Eve holidays. The

number of alcohol related traffic fatalities during the summer-time holidays is nearly double the number of alcohol-related traffic fatalities among youth under 21 during the winter time holidays (132 compared to 74 nationwide). According to the National Highway Traffic Safety Administration (NHTSA) in 2001 alone, 2,950 children under 21 died in alcohol-related traffic fatalities, and 1,012 of them died during the months of April, May and June.

A smaller (5.7%) proportion of 15-19 year olds are licensed than would be expected by their representation in the population (7.6%), but they are involved in a disproportionately large proportion (14.2%) of all crashes and are also disproportionately represented in drinking drivers in crashes (10.2%).

54 public high schools and 2,120 students participated in the 2001 biennial Wisconsin Youth Risk Behavior Survey (YRBS) conducted by the Department of Public Instruction in the spring of 2001. The YRBS reported some disturbing trends. The proportion of students who reported having at least one alcoholic drink in the 30 days preceding the survey increased from 48% in 1993 to 54% in 2001 and the proportion of students who reported having five or more drinks at one time in the 30 days preceding the survey increased from 29% in 1993 to 34% in 2001.

Thirty-six percent of students reported riding with a driver who had been drinking alcohol at least once in the past 30 days, and 30% of high school seniors reported driving after drinking alcohol at least once in the past 30 days. In the most recent (1999) national YRBS, 33% rode with a drinking driver and 13% reported driving after drinking.

On the basis of miles driven, teenagers are involved in three times as many fatal crashes as driver in general. During 2001, one in every 518 drivers ages 16-19 involved in a crash was killed. Since 1989, for two thirds of all teens that died in a crash, it was their first crash. This group contains inexperienced drivers, and all are under the legal drinking age. The rate that young people died in alcohol-related crashes across the U.S. reached a low in 1998, when nine out of every 100,000 youth ages 15 to 20 died in a crash where a driver or non-occupant had been drinking. This reduction occurred primarily because the youth population increased by over a half million while the number of fatalities remained relatively stable.

Youthful Drivers (20 to 24 Years Old):

In 2002, while Youthful Drivers constituted a population cohort of 357,292, or 6.7% of the Wisconsin population, 104 died (16.2% of all deaths) and 7,618 were injured (14.7% of all injuries) in motor vehicle crashes on Wisconsin highways. And while representing only 9.1% of licensed drivers, 20 to 24 year olds are involved in 13.1% of crashes and constitute 24.0% of drinking drivers. Thus they are more than twice as likely to be in crashes and to die as expected by their numbers and are more likely than expected to be involved in crashes and to be drinking while doing so.

This group contains legal but inexperienced drinkers who get behind the wheel. More 21 year olds died in alcohol-related crashes than any other age. Twenty-one to twenty-four year olds are a challenging group to address for behavior change, especially for drinking and driving behaviors. The binge drinking begun in high school is often consolidated during college years, whether or not they have access to motor vehicles during this period of their lives.

Table 03Y-05: 21-26 Year-Old Had Been Drinking Drivers in Crashes 2002					
Age	Severity	2000	2001	2002	2000-2002 Average
21-26	In Crash	2,252 (25%)	2,269 (26%)	2,413 (27%)	2,311 (26.7%)
	Killed or A injured	364 (21%)	362 (22%)	262 (11%)	329 (18%)
	Driver 0.10 AC or more	50%	48%	57%	51.7%
All Ages	In Crash	9,135	8,702	8,909	8,915
	Killed or A injured	1,657	1,623	1,027	1,435
	Driver 0.10 AC or more	30%	31%	32%	31%

Source: WI Crash Facts

Young Adult Drivers (21 to 34 Years Old):

Most research and statistics combine this cohort with the 27-34 year old cohort. The entire population of 21-34 year olds represents 30% of the nation's licensed drivers and 60% of the nation's college population. Very little impact has been made with these young adults over the legal drinking age despite many national programs targeting them.

Extensive focus group findings from throughout Wisconsin indicate that the most likely person to drive after excessive drinking is a 21 to 34-year-old single male, working a blue-collar job, with a high school education or less, who most often drinks beer. He also drinks heavily with friends in bars, feels safe drinking 8 to 12 drinks and then driving, often "assigns" the least drunk person to be the designated driver, socializes with groups of friends and needs to fit in, values masculinity and feels immortal. He drinks to socialize, to overcome inhibitions, to increase his confidence to have a good time and because it is the thing to do. His car is important because it gives him a feeling of control, it keeps the option open of taking a woman home and it is part of his identity. These single young men like good times, women, sports, their vehicles and activities in which alcohol is part of the action.

D. Risk Factors for Crash Involvement and Injury

Age and Inexperience

Technical experience, good judgment and experience are all needed to make the many continuous decisions that constitute safe driving behavior. As age and driving experience increase, crash involvement decreases. The likelihood of a law enforcement officer noting driver possible contributing circumstances (PCC) on the corresponding MV4000 (crash report form) also decreases with the age of the driver involved. Among the 210,193+ drivers of all ages involved in crashes on Wisconsin's roads during the calendar year 2002, 48% of them had one or more driver possible contributing circumstances noted on their crash report form.

Table 03Y-06: Driver Error (Percent Driver PCC's) by Age 2000-2002			
Age Group	2000	2001	2002
15-19	64%	63%	65%
20-24	56%	55%	56%
All Ages	48%	47%	48%

Source: WI Crash Facts

Possible contributing circumstances do not ascribe blame for the crash to any driver involved in the crash nor do they prove, in all cases, that drivers made definable errors. Nonetheless, they give us a clue about the opinion of the law enforcement officer present at the crash site as to unsafe driver behaviors that may have been involved in the crash.

Onset Age

Both the percentage of high school students who drink and the frequency of drinking increases as the grade level increases. The 2001 Wisconsin Youth Risk Behavior Survey (YRBS) found that while 60% of 9th graders said it was important for them not to use alcohol or other drugs, only 46% of 12th graders said the same. Thirty percent of students reported having had their first drink at the age of 13 or 14. Seventy-five % of eighth graders and 89% of 10th graders believe that alcohol is readily available to them for consumption. More than 40% of individuals who start drinking before the age of 13 will develop alcohol abuse or alcohol dependence at some point in their lives. Delaying onset age by 5 years decreases this risk to 20%.

Gender

In Wisconsin, crashes involving men are much more likely than those involving women to be alcohol-related. Among all fatally-injured male drivers, 35% of those tested had AC's of 0.10% or more in 2000. The percentage for women was 23. Alcohol involvement above the 0.10 AC legal limit is highest for fatally injured male drivers ages 35-44. Male high school students were more frequent alcohol drinkers and more likely to report binge drinking than female students.

Risk Taking

Adolescent impulsiveness results in poor driving judgment and participation in behaviors such as speeding, inattention, drinking and driving and not using a seat belt, and it is encouraged by peer pressure, against which the adolescent is poorly equipped. Compared to other age groups, teen drivers have more crashes involving higher risk factors.

Number of Passengers

In 2001, nearly 65% of 16 to 19 year old passengers were killed or seriously injured in a car driven by another teenager. Nearly two-thirds of those passengers who suffered incapacitating injuries were in vehicles driven by a teenager. On average, once every 3.5 hours, a passenger aged 16 to 19 years was either killed or injured while riding in a vehicle driven by another teen. A John Hopkins School of Public Health study shows that the more young people in a car with a teenager driving, the more likely the driver will die in a crash. The presence of passengers was also shown to influence safety belt use.

Table 03Y-07 Driver Age and Death or A Injury to Passengers 2000-2002									
Driver Age	2000			2001			2002		
	A-inj	K-inj	% K & A	A-inj	K-inj	% K & A	A-inj	K-inj	% K & A
16-19	203	24	67.4%	220	15	64.9%	221	22	68%
All Others	100	10	32.6%	118	9	35.1%	99	16	32%
Total	303	34	100.0%	338	24	100.0%	320	38	100%

Source: WI Crash Facts

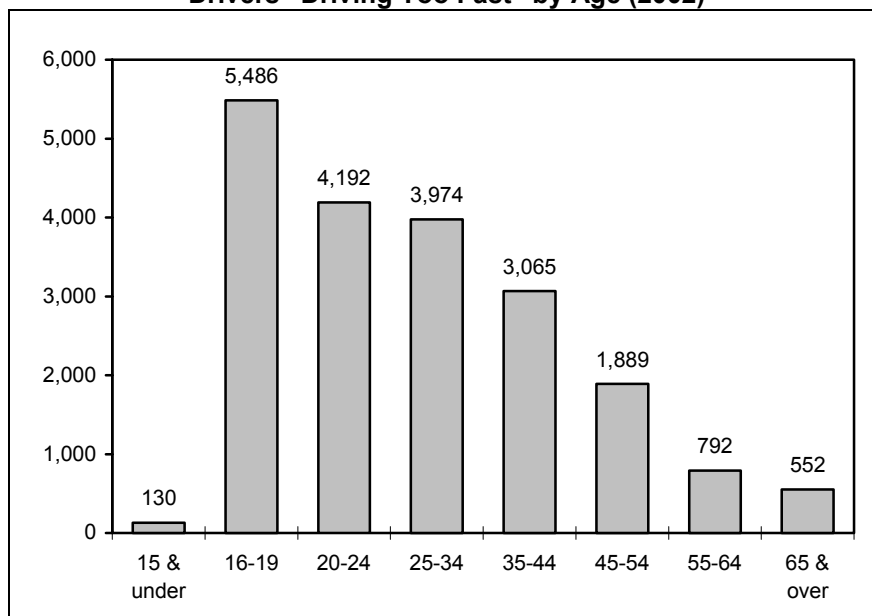
Speeding/driving too fast for conditions

14.1% of drivers 16-18 years old involved in a crash were speeding or driving too fast for conditions, while 10% of 19-20 year olds were taking the same risk. In 2002, the 16 to 19-year-old

age group had the most PCCs; 5,486 (down 1,059 from 2001) drivers reported as “driving too fast” in a crash, with the 16 to 19-year-old males accounting for 47 (37 in 2001) of the fatal crashes and 1,038 (1,565 in 2001) of the injury crashes, and the 16 to 19-year-old female accounting for 7 (12 in 99) of the fatal crashes and 565 (908 in 2001) injury crashes.

The 20-24 age group was second with 4,192 (5,068 in 2001) drivers reported as “driving too fast” in a crash, with the 20 to 24-year-old male accounting for 32 of the fatal crashes and 1,242 of the injury crashes, and the 20 to 24-year-old female accounting for 8 of the fatal crashes and 494 injury crashes. The 25 to 34-year-old male accounts for 42 of the fatal crashes and 1,017 of the injury crashes, and the 25 to 34-year-old female accounts for 14 fatal crashes and 527 of the injury crashes.

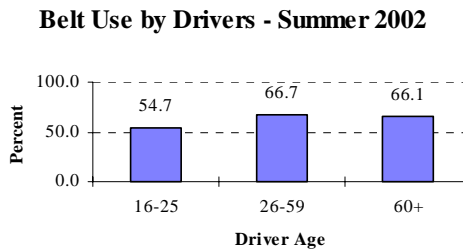
Graph 03Y-08
Drivers “Driving Too Fast” by Age (2002)



Safety Belt Use

Of the fatally injured occupants of passenger vehicles in Wisconsin from 1997 to 2002, young adult (21-34 year old) victims were the most likely NOT to be belted (68%), and the highest percentage of all unbelted fatalities were 21 to 34-year-old males (66%). In the 2001 Youth Risk Behavior Survey conducted in the spring of 2001, 30% of all students said they “always” wore their safety belt when riding in a car driven by someone else; 35% reported wearing their safety belt “most of the time.” Observed use for the 16 to 25-year-old group was 54.7% in 2002.

Figure 03Y-09: 2002 Observed Belt Use by Age



Inattentive Driving

17.7% of all 16 to 18-year-old drivers in crashes had a driver PCC of inattentive driving. 15.2% of 19 to 20-year-old drivers had this same PCC.

Failure to control

14.5% of all 16 to 18-year-old drivers in crashes had a driver PCC of failure to control. 13.7% of 19 to 20-year-old drivers had this same PCC.

Following too closely

6.9% of all 16 to 18-year-old drivers in crashes had a driver PCC of following too closely. 6.4% of 19 to 20-year-old drivers had this same PCC.

Alcohol Offenses

In 2000 1,245 drinking drivers in crashes were 15 to 20 years old and convictions for 11,029 Juvenile Alcohol (consumption or possession under age 17, procurement), 33,582 Underage Alcohol (possession or consumption ages 17 to 21), 3,348 Prohibited Alcohol Content (operation of vehicle with PAC) offenses were recorded and 1,652 "Not-a-drop" underage offenses were recorded. 9.8% of all drivers listed as "had been drinking" were teens.

Binge Drinking/ High AC

The Surgeon General describes binge drinking as five or more drinks in a row for men and four in a row for women. Binge drinking is a contributing factor in about 1,400 deaths and 500,000 injuries each year nationally. The 2001 Wisconsin Youth Risk Behavior Survey (YRBS) reported that more than 54% of all Wisconsin high school students reported having had at least one alcoholic beverage in the past month and 63% of them reported drinking five or more drinks at a time. 37% of male students and 31% of females reported binge drinking.

Drugs Other Than Alcohol

Once teenagers start drinking, they are more likely to experiment with other substances and engage in other risky behaviors. The 2001 Wisconsin Youth Risk Behavior Survey reported that the proportion of students who reported using marijuana in the past 30 days increased from 11% in 1993 to 25% in 2001; that 31% of male students and 22% of females reported that they had been offered, given or sold illegal drugs on school property in the last 12 months, and that a strong correlation existed among alcohol and other drug use, tobacco use, and vehicle safety.

The National Household Survey on Drug Abuse, August 1996, reported that youth drug use rose 24% between 1994 and 1995, and an estimated 10.4% of youth age 12-17 used illicit drugs on a monthly basis in 1995; monthly marijuana use among youth has risen 105% since 1992 and 37%

between 1994 and 1995; monthly use of LSD and other hallucinogens is up 183% since 1992, and rose 54% between 1994 and 1995; monthly cocaine use rose 166% between 1994 and 1995. The Chronicle of Higher Education reported that drug arrests rose on college campuses in 1994 for the third straight year. The recent survey reports 6,138 drug violations, up 23% from arrests in 1993.

Three percent of a national sample of passenger vehicle drivers on weekend nights in 1986 had ACs at or above 0.10%--down from 5% in 1973. Drivers with ACs this high (0.10%) represent only 12% of all drinking drivers on weekend nights, but they are disproportionately represented (86%) in the drinking driver fatality statistics.

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004 (all targeted age groups)

Strategy: Education and Information

The general public, youth and community prevention organizations/collaborations that work with youth on young driver issues such as impaired driving, alcohol laws, safety belts, safe choices, etc. need access to up-to-date educational and motivational materials and current data to help them employ successful prevention strategies. A consortium made up of: Department of Health and Family Services, Marshfield Medical Research Foundation, Alliance for WI Youth, Independent Living, Department of Public Health; Department of Public Instruction, Wisconsin Promise, Department of Workforce Development, Wisconsin Positive Youth Development, UW-Extension 4-H sponsors most youth prevention and skill development work, but they are not primarily concerned with highway safety messages.

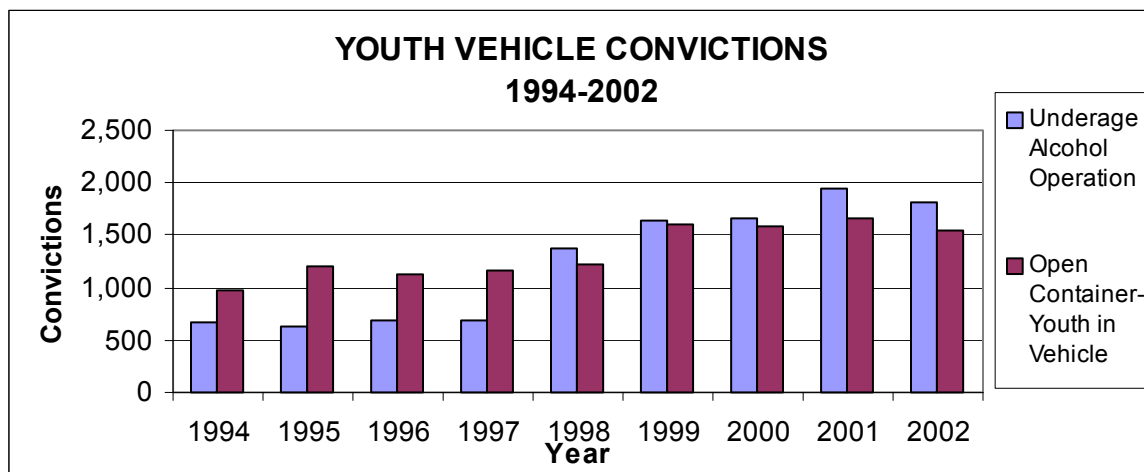
Safety messages must be formatted and worded appropriately by age and other grouping if they are to be effective. Peer education is a powerful and proven method in which youth impact other youth in changing attitudes and behavior. High schools offer opportunities to address groups of youth with safety messages, through auditorium shows, special events or integrated with the curriculum. Post-secondary institutions offer social settings and some curricula in which targeted messages or appropriate behavior can be modeled. Individual schools or post-secondary institutions do not have the resources to produce effective multi-media shows or educational events or materials to demonstrate the impact of risky decision-making by young people. Working young people are the hardest to reach and are not motivated by information alone.

Strategy – Enforcement

Enforcement and Enactment combine in this program area. Because the data clearly demonstrate a relationship between age, other risk factors and crash involvement, the Wisconsin Legislature passed a Graduated Driver License law, effective beginning February 2000. With knowledge that their community supports strict law enforcement intervention of youth underage alcohol laws, officers can be consistent and fair in their citation writing. This also sends a strict message to the community, and youth especially, that underage alcohol violations will NOT be tolerated. The consequence of a citation and the involvement of the courts and the parents is often the first step towards a change in attitude about high risk drinking and driving. Wisconsin has implemented Compliance Investigation (checks) statewide as a part of its Youth Enforcement OJJDDP Strategy.

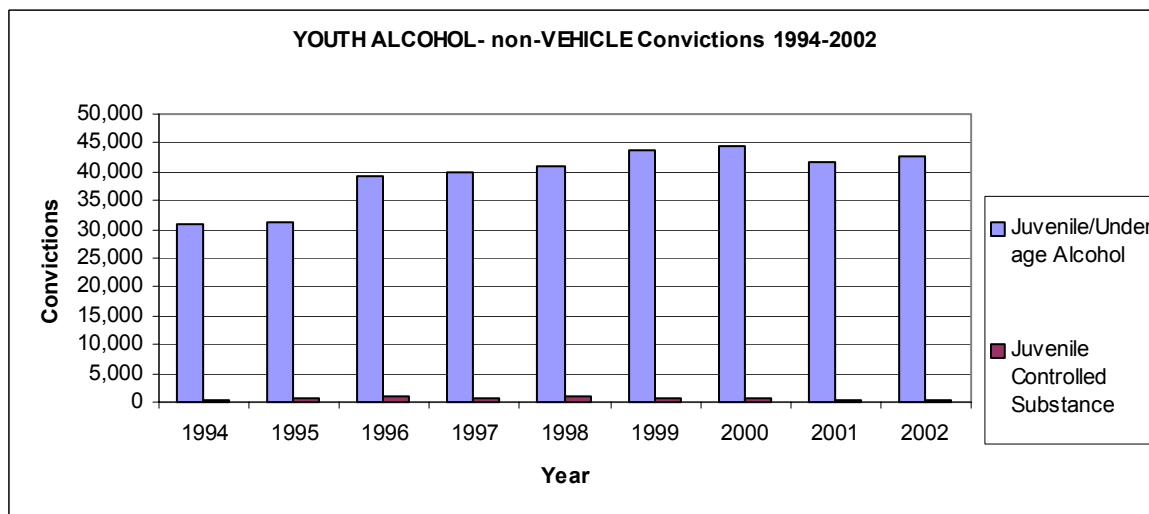
The level of enforcement has increased in the past few years, mirroring the level of interest and activity underlying the passage of the Graduated Driver License law"....

Graph 03Y-10



Both motor vehicle-related convictions and underage alcohol and drug possession convictions have increased since 1994. However, drug convictions constitute only a small and apparently declining portion of youth enforcement activity.

Graph 03Y-11



Strategy – Empowerment-Community Programs

Prevention professionals understand the important role of families, schools and communities in helping young people to develop into healthy, caring and responsible adults. This shared responsibility is about helping young people to develop healthy choices and reduce risky choices while behind the wheel, in the passenger seat, and on the street. Research findings and successful programs suggest a comprehensive and multifaceted approach that includes all community members.

Coordinated community efforts strengthen communities and empower youth to make a positive change in their community and in their decision-making and social responsibility. Comprehensive strategies expand partnerships with diverse organizations, minority populations and other high-risk and hard to reach populations. Communities must involve many partners in order to develop effective alternative transportation options for young adult drivers, especially the 21 to 34-year-old males. In addition to law enforcement intervention, young people need the benefit of prevention efforts and diversion efforts such as alternative transportation programs and other reward programs.

Strategy - Protective Factor Development

Three models have been shown to be effective in establishing protective factors which enable young people to develop the life skills which favor good decision-making, including decision-making in their choices regarding safe behavior on Wisconsin's roadways. These are: (1) Risk Factor Mitigation: The research of Hawkins and Catalano of over 30 years and more than 300 longitudinal studies establishes a clear link between certain risk factors and the expression of those risks in behaviors. In their study, they discovered certain Protective Factors could mitigate all known risk factors in the lives of young persons. To reduce risk factors in lives of young people we can increase pro-social bonding, teach social skills, and establish clear, consistent boundaries; (2) Resiliency: The research of Bonnie Bernard established resiliency factors. Resilient children exhibit social competence, have developed problem solving skills, autonomy, and have a sense of meaning and purpose to their lives, and (3) Asset-Building: The research of Peter Benson and the Search Institute of more than 250,000 6-12 graders in over 450 communities combined with drawing from extensive literature on child and adolescent development, resiliency, youth development, and prevention established Asset Building. This research shows that assets are powerful in shaping behavior, both by reducing negative behaviors and increasing positive ones.

All three of these models have common ground in the protective factor research. Risk reduction factors include pro-social bonding, clear expectations, and learning life-skills. Resiliency factors include care and support, high expectations, and opportunities to participate. Asset building factors include care and support, clear boundaries, and structured time use. Using these models when developing youth programs and focusing on prevention may provide our youth and communities across Wisconsin the best opportunity of reducing motor vehicle crashes involving young people.

To reduce risk taking behavior and increase developmental assets, youth must be involved in program implementation, and adults must understand the powerful contribution youth can make. Youth also need to have a clear understanding of their choices and the impact upon themselves and others of the decisions they make.

Risk behaviors among youth are highly correlated. Many young people are involved in various risky behaviors, and thus require prevention approaches addressing the "whole person" and all issues. Strategies that are coordinated to address multiple issues reinforced over time are more likely to be effective than single-issue approaches. Multiple strategies are needed to promote healthy choices and reduce risk behavior. Young people have different needs and strengths that constantly change. Strategies must be coordinated within the school and community. Young people must experience a consistent message that promotes their development of values, skills, attitudes and assets.

A strong focus on life skill development is vital to provide youth the ability to take action in their own choices and influence the choices of others. Five skills form the basis for teaching health promotion, risk prevention and youth development across all areas. Critical thinking skills enable young people to make wise choices and actively solve problems which arise in social and other settings. Communication skills are vital for social competency and effective interpersonal relationships. Assertiveness helps young people say what they think and stand up for what they believe in without bringing others down. Stress management skills assist young people in avoiding making risky choices due to stressful situations. Learning positive coping strategies, building a support network, physical activity, relaxation techniques and other alternative activities enable them to more effectively manage all stress. Goal setting skills, can assist young people who often make health related decisions based on the immediate rather than long term consequences of the decision. Advocacy skills, address risk behaviors and healthy behaviors of young people who are influenced by the social context in which decisions are made. Young people can learn skills and behaviors to change the social context or physical environment.

Certain key concepts affect many health and safety behavior choices and can help young people reinforce and build on prior knowledge. A few of these concepts are: Influences: young people need to be able to critically reflect on how they construct their beliefs about risky choices and healthy choices and reflect on the variety of influences that impact those beliefs. Consequences: young people can reach a deeper understanding of the role consequences have in the decision-making process. Safety: provide young people an opportunity to evaluate their use of personal skills and abilities and identify new skills. Responsibility: information about boundaries to assist young people in understanding limits which have been set in relation to behaviors and the degree to which rules promote personal and social well-being.

Strategy - Community Programs – OJJDP

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has provided a program of block and discretionary grants, training and technical assistance, and a national evaluation to the states to address the problem of underage drinking. The Enforcing the Underage Drinking Laws (EUDL) program (formerly the Combating Underage Drinking program) assists all 50 states and the District of Columbia to develop comprehensive and coordinated initiatives to enforce state laws that prohibit the sale of alcoholic beverages to minors and to prevent the purchase or consumption of alcoholic beverages by minors (defined as individuals under 21 years of age). In Wisconsin, the Bureau of Transportation Safety (BOTS) is the designated agency that administers this block grant and discretionary grants. BOTS has designed a comprehensive approach to addressing underage drinking and allocates the USDOJ funds to implement that approach. BOTS has joined existing public and private partnerships, including those of foundations and national organizations, to further this program, and has integrated it into the highway safety funded youth alcohol program.

Block grant funds support activities in one or more of four areas: environmental strategies: limitations to access, prevention of impaired Driving, expression of community norms, and strategies based in schools; enforcement, and innovative programs. An example of law enforcement activities is compliance investigation (check) programs and the creation of statewide law enforcement and prosecution task forces to target establishments suspected of consistently selling alcohol to minors.

Public education activities range from sponsoring media contests to creating underage drinking messages. Innovative programs include creating youth task forces to examine community norms and messages young people are receiving or hiring an individual to act as a liaison between youth and communities on the issue of underage drinking.

OJJDP program goals include:

- To comply with the intent of the funding from U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to combat/enforce underage drinking.
- To enhance and expand the comprehensive community efforts to reduce underage drinking in Wisconsin communities; increasing the community coalition partnerships; and expanding enforcement activities.
- Train youth leaders to work in the community and involve them in community leadership positions.
- Evaluate efforts to reduce underage drinking in Wisconsin at the community level and the state level.
- Replicate effective community efforts to combat underage drinking in other communities.

Strategy – Social Norms Marketing

Social norms marketing is one promising innovation to encourage in high-risk populations the healthy behaviors practiced by a majority of the public. The social norms approach to prevention is based upon promoting actual normative information to a specific group as a way of dispelling commonly held beliefs about exaggerated substance abuse norms. This approach is scientific and gathers data to show a significant disparity between perceived and actual substance use and then develops media and other strategies to promote the true norms. This approach has been proven to reduce the reported harmful behavior (Montana Social Norms project).

Social norms marketing employs two processes to create an effective behavior change strategy. This process is based upon the social norms theory, which assumes that much of our behavior is influenced by how other members of our social groups behave, and that our beliefs about what others do are often times incorrect. (Perkins & Berkowitz, 1986) Because young adults are generally more susceptible to peer pressure and social acceptance everyday, this approach is applicable to this group.

The second process involves using social marketing techniques in designing programs for delivery through promotional campaigns that meet the specific needs of a target population. Campaigns that utilize social normative themes can have far-reaching effects on a variety of health outcomes. Northern Illinois University, Hobart and William Smith Colleges, Western Washington University and the University of Arizona saw reductions of 18 to 21% in binge drinking rates among college students over a two-year period. (Perkins 1998)

B. Criteria for Project Selection

Priority for Traffic Law Enforcement funding will be given to counties and communities with:

- (1) populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) the most total crashes or crashes involving youthful drivers or with youth alcohol PCCs, with serious injuries and deaths and/or a high injury to death ratio;

- (3) demonstrating willingness to coordinate community-wide safety strategies, programs and funds;
- (4) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (5) a plan to evaluate the effectiveness of their enforcement activities; and
- (6) a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Priority for Community Projects will be given to counties and communities with:

- (1) populations in excess of 10,000 and with many highway miles and other exposure factors;
- (2) the most total crashes or crashes of involving youthful drivers or youth alcohol PCCs and with serious injuries and deaths and/or a high injury to death ratio;
- (3) demonstrating willingness to coordinate community-wide safety strategies, programs and funds;
- (4) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (5) a plan to evaluate the effectiveness of their enforcement activities; and
- (6) a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Priority for College Projects will be given to the colleges in counties and communities with:

- (1) the most total crashes or crashes of a particular type with serious injuries and deaths and/or a high injury to death ratio;
- (2) demonstrating willingness to coordinate community-wide safety strategies, programs and funds;
- (3) demonstrating willingness and ability to commit local funding and other match; and to sustain the effort without Highway Safety funds;
- (4) a plan to evaluate the effectiveness of their enforcement activities; and
- (5) a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Priority for Enforcement Projects within a Safe Community Coalition funding will be given to the law enforcement agency in counties and communities with functioning Safe Communities Coalitions that have used data to select and identify youth safety issues as a priority area for community activity. The Safe Community Coalition must demonstrate intent to participate in the National Mobilizations for Safety Belt and Impaired Driving as determined by BOTS.

All Safe Community Coordinators will know about every BOTS grant their community has qualified for and received. This information should be shared with other members of the coalition. Working with youth organizations, schools and law enforcement is expected and strongly recommended. Youth Alcohol project dollars will only be awarded to agencies for youth program activities as outlined in the grant agreement. All program specific activities must be done in accordance with the guidelines established by the State Program Manager (SPM) for that project. Consultations with SPM or Regional Program Manager (RPM) are encouraged.

Smaller communities may be eligible to apply for funding for all project types if the community can demonstrate problems of unusual scope or unusual buy-in, and if funding is available.

V. ACTIVITIES and ESTIMATED FUNDING, BY STRATEGY

A. TEEN DRIVERS (15-19 YEAR OLDS)

STRATEGY -- EDUCATION

Activity: 04-41-06-J8 YOUTH OUTREACH - 410-funded

Problem: The public, youth and Community prevention organizations/collaborations that work with youth on young driver issues such as impaired driving, underage drinking, state/local alcohol laws, safety belts usage, safe choices, etc. need access to up-to-date and effective educational materials and strategies that engage youth. There are few published newsletters on prevention topics by and for youth. Existing prevention organizations are not primarily concerned with highway safety messages. High schools offer opportunities to address groups of youth with safety messages. These messages must be formatted and worded so as to reach the audience. Individually, schools cannot produce effective multi-media shows that demonstrate the impact of risky decision-making by young people.

Objectives:

1. To provide up to 75 Wisconsin elementary/middle & high schools a high-energy multi-media show and provide at least 20% of participating schools with follow-up traffic safety information and local contacts during the 2003 -2004 year.
2. To contribute to the training of 10 teams of young people in the use of peer theater strategy to raise awareness of, and help people talk about, alcohol, drugs, tobacco, and violence during the 2003-2004 year.
3. To provide Wisconsin youth and their advisors with a toolbox of strategies, best practices and free and appropriately targeted highway safety informational and motivational materials. To provide prevention resources to communities which are in need by September 2004
4. To assist in funding and organizing at least two statewide prevention conferences during 2004 and to assure integration of traffic safety and underage drinking themes/messages in all sponsored conferences.

Activities: Contract for research, production and coordination of a multi-media elementary/middle & high school auditorium show, focusing on making healthy and safe decisions. Provide support safe driving and underage drinking information and materials for a statewide effort to train teams of young people in skills which they can utilize in their communities. Co-sponsor and help plan state prevention conferences. Expand the number of Teen Courts across Wisconsin.

Resources: \$83,300 \$30,000 for Teen Court Initiative; \$25,000 for high school auditorium show contractual services; \$15,000 elementary/middle school show contractual services; \$5,000 for educational material M&S, printing, postage; \$8,300 for statewide prevention conference support.

Self-sufficiency: BOTS is now able to obtain an updated auditorium show annually, a source to coordinate the show and increase the number of students reached. Additional funding for Wisconsin communities assisted in over 200 high schools receiving this show during the 2003-2004 school year. Once teams are trained they implement programs in their communities. Teen court funds support only state-level coordination-local programs are locally funded

Evaluation: Auditorium Show CD-ROM contains curriculum and pre/post program and 6-month follow-up surveys. Number peers trained and number of students reach with theater presentations. PI&E evaluation – use and effectiveness. Number of attendees at conferences and conference evaluation question on safety.

Activity: 04-44-01-JX YOUTH OUTREACH for Combating Underage Drinking Program -USDOJ- funded

Problem: The public, youth and Community prevention organizations/collaborations that work with youth on young driver issues such as impaired driving, alcohol laws, safety belts, safe choices, etc. need access to up-to-date and effective educational materials and strategies that engage youth. There are few published newsletters on prevention topics by and for youth. Existing prevention organizations are not primarily concerned with highway safety messages.

Objectives:

1. To provide up to 150 Wisconsin elementary/middle & high schools a high-energy multi-media show and provide at least 20% of participating schools with follow-up traffic safety information and local contacts during the 2003 -2004 year.
2. To assure the presence of WisDOT-BOTS and traffic safety information in the 3 annual issues of the "Youth Press of Wisconsin" newsletter written for youth by youth on prevention of drug and alcohol issues.
3. To provide Wisconsin communities and residents with a toolbox of strategies and materials on the above topics.
4. To provide prevention resources to 50+ communities during 2004.

Activities: Evaluate, develop, reproduce and distribute print and video materials. Research and provide needed various underage drinking resources to communities. Co-Sponsor production of a newsletter written for youth by youth on prevention of drug and alcohol issues.

Resources: \$112,000. \$50,000 for high-school auditorium show contractual services; \$25,000 for elementary/middle school show contractual services; \$20,000 for contractual services, travel & training; \$10,000 for educational material, M&S, printing & postage and youth newsletter; \$7,000 for PI&E materials for M&S, printing, postage.

Self-sufficiency: Cost of reproduction only. Once materials are provided to communities, they will use them in program development and implementation. Private organizations contribute funds to assist in production of the free youth newsletter-BOTS contribution just assures highway safety content.

Evaluation: BOTS PI&E evaluation – use and effectiveness; administrative evaluation. Newsletter circulation and number and quality of safety messages.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-41-07-J8 YOUTH COMMUNITY EMPOWERMENT ACTIVITIES 410 funded

Problem: Young drivers make many judgment errors; they take risks due to inexperience and peer pressure and they fail to wear seat belts on a regular basis. With the increasing proportion of 15-20 year old drivers with their high crash rate, increased safety belt use has great potential for decreasing fatalities and serious injuries, especially by changing parameters of what is considered acceptable risk-taking behavior.

Wisconsin youth have few opportunities to be involved in youth leadership positions, advocating for themselves and developing and pursuing policies for youth. Young people are making risky decisions of many types, including driving behaviors that put them into the judicial system. The system is not equipping them with skills to help change their behavior and make healthy decisions.

Communities lack adequate resources to initiate youth development models and need assistance in expanding their efforts in reducing youth involvement in motor vehicle crashes. Many Wisconsin Communities try to initiate safe driving programs around high-risk events such as graduation and prom or in response to local crashes but often need a little funding to support these programs.

Objectives: 1. To assist up to 2 communities to adopt youth development models by September 2004.

	<p>2. To assist 1 community to implement community safe driving awareness programs by September 2004</p> <p>3. To increase the number of youth involved in community service by 25% to 30% by September, 2004.</p>
Activities:	Provide resources and necessary funding to replicate program aimed at increasing safety belt use by teenagers. Assist communities in initiating a youth development movement and fund increased community efforts in developing/implementing programs to reduce youth involvement in motor vehicle crashes and reduce underage drinking.
Resources:	\$15,000 for Community Youth Innovative Development Grants travel & training, M&S, contractual services.
Self-sufficiency:	If communities repeat the Community Youth Innovative Development Grants programs, all funds come from the community.
Evaluation:	Each community will compare safety belt use prior to and after program implementation. Community youth grants will describe activities and survey youth attitudes.

Activity: 04-44-02-JX YOUTH COMMUNITY Combating Underage Drinking Programs -USDOJ- funded

Problem: In nationwide surveys Wisconsin continues to rank first in self-reporting of underage alcohol consumption and binge drinking. The administration of this grant through BOTS permits coordination of these community activities with 410-funded community activities, increasing the possible effectiveness of both.

Objectives:

1. To assist up to 5 communities to adopt youth development models by September 2004.
2. To assist up to 3 communities to implement community safe driving awareness programs by September 2004.
3. To assist up to 8 communities to implement Operation Teen Buckle Down to increase safety belt usage among young drivers by 25% in participating communities by September 2004.
4. To increase the number of youth involved in community service by 25% to 30% by September, 2004.
5. To enhance and expand the comprehensive community efforts to reduce underage drinking in 15 Wisconsin communities
6. To increase the number of new partnerships in each of these community efforts by 30%.
7. To increase the extent of and expand the type of enforcement activities by 15%.

Activities: If communities repeat the youth programs, all funds come from the community. Assist local community task forces to provide guidance and direction for the effort; expanded enforcement activities targeting servers, sellers and purchases; technical assistance for local prevention programming; and mini-grants for adult/youth partners to oversee the effort. Provide training to community youth and adults on safe decision-making techniques, assist communities in setting up teen courts.

Resources: \$221,000 \$50,000 for Teen Buckle Down Grants; \$20,000 for Community Youth Development Grants and \$10,000 for Youth Community Initiatives.

Self-sufficiency: Communities are encouraged to continue efforts that are effective.

STRATEGY -- ENFORCEMENT

Activity: 04-44-04-JX Youth Alcohol Enforcement Programs - CARD USDOJ – funded

Problem: Year after year alcohol remains the number one drug of choice for our state's young people. More than any other age group, those 15 to 20 years of age are over-represented in motor vehicle crashes. The easy availability of alcohol and the perception that they will not be caught procuring or consuming contributes greatly to the problem. High-risk behavior choices and the addition of alcohol increases the probability of crashes, injuries, and fatalities.

Objectives:

1. Support efforts to enforce underage drinking laws in up to 20 communities.
2. Decrease the drinking driver crash rate for drivers age 15 to 20 identified by the reporting officer as "had been drinking" to 10%.
3. Decrease the number of 15-20 year old drivers and passengers killed and injured in motor vehicle crashes by 15% to 51.
4. Reduce availability of alcohol to underage individuals in 10 communities.

Activities: Encourage local adoption of Comprehensive Alcohol Risk reDuction (CARD) enforcement projects. These are a combination of the Cops in Shops and the Party Patrol programs that allows for a greater number of patrols in a community and will increase the perception of risk

Resources: \$111,000 for officer wages, fringe, and BOTS-approved equipment.

Self-sufficiency: Departments will provide a 25% match (hard or soft) which will include program mileage, administration time, PI&E, additional enforcement hours, and training.

Evaluation: Administrative: Project activity and success in meeting objectives. BOTS analysis of crash data and severity index with the three previous years average and specific head and spinal cord injury data from 1997-1999.

YOUNG ADULT DRIVERS (20-24 YEAR OLDS)

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-41-08-J8 YOUNG ADULT Impaired Driving Prevention PROJECTS -- 410 funded

Problem: Few effective programs/activities exist at the post secondary level aimed specifically at reducing impaired driving. A great deal of high-risk drinking and often drinking/driving behaviors occur on college campuses, and campus organizations are seeking methods of reducing these risks. The UW System organization can provide a network for distributing a toolbox of strategies, materials and program ideas for addressing high-risk youth behaviors.

Objectives: To assist 6 post secondary institutions and their communities to implement new and effective impaired driving prevention programs and activities during 2004.

Activities: Encourage and assist college communities to develop, implement and evaluate alcohol/ impaired driving prevention programs/ activities.

Resources: \$55,000 for contractual services, travel & training, M&S

Self-sufficiency: Communities will provide increasing match each year, and will continue efforts once BOTS funding is cut.

Evaluation: Administrative – number of communities funded, and each community will evaluate their developed objectives

Activity: 04-44-03-JX UW La CROSSE INNOVATIVE PROJECT – MAKING THE TRANSITION from HIGH SCHOOL to COLLEGE -- OJJDP funded

Problem: Some high-risk drinking behavior begins in high school. In addition, college-bound high school students have mistaken perceptions of the amount and extent of drinking on campus, and they acquire positive college role models only by luck. The misperceptions become self-fulfilling prophecies. Social norms prevention strategies can change these perceptions.

Objectives: To form an innovative partnership between the University, including faculty, student peer educators and area high schools to broaden high school prevention efforts and promote a positive “freshman experience” with regard to alcohol.

Activities: Train public school staff about transition issues and social norms; train UWL peer educators to present awareness programs to local high school students; prepare and distribute accurate information to local and college media and printed material to high school students and staff. Develop and present activities, presentations, and materials for incoming freshmen by means of trained academic and support staff and student peer educators. Provide alcohol-free social activities. Conduct focus groups and surveys.

Resources: \$65,660 for Innovative Projects– wage & fringe, travel, M&S

Self-sufficiency: Project will be documented and shared with all UW campuses, private schools and the technical college system.

Evaluation: Administrative – number of college students and high school students involved in the program; KAB pre/post surveys of perceptions and drinking behavior of program/non-program students.